



PRECIOUS RESOURCES A Special Forces medic oversees medical training during a joint combined exchange training exercise in Colombia. U.S. Army photo.

SFA METRICS: BLOOD AND TREASURE

BY MAJOR AARON SOUTHARD

The United States has actively assisted our allies and partner nations throughout the globe as early as the 1940s. Conducting or supporting security cooperation efforts from direct military assistance in the form of training and education to sales of equipment and establishment of financial programs to assist in the procurement of materials, the United States has developed and continues to expand and solidify a global network of partners and allies. The United States Army has been a critical component of this effort. The Army serves as the largest force within the Department of Defense to establish and maintain global land power networks. Within the DoD the execution of security-force assistance operations is a supportive effort for ongoing strategic security cooperation efforts. For the DoD and the U.S. Army, continued support for security-force assistance operations is critical to maintaining partner capabilities and networks to defeat or deter threats around the globe.

The U.S. Army John F. Kennedy Special Warfare Center and School, the Army's Special Operations Center of Excellence, is developing a concept and methodology to collect, collate, analyze and quantify SFA operations in order to better educate and inform senior military and civilian leadership as to the value and necessity for continued resources and support. This supports *The 2015 National Security Strategy* guidance to be "innovative and judicious in the usage of national resources." This initiative also supports the United States Special Operations Command's Lines of Operations 2.4: Align Enterprise to Support the Network and 4.1; Balance and Focus Resourcing and 4.3; Achieve Auditability as well as the U.S. Army Strategic Priority: A Globally Responsive and Regionally Engaged Army.

For the purposes of this article, a clear definition of both security cooperation and security-force assistance operations will need to be established.

Security cooperation is all Department of Defense interactions with foreign defense establishments to build defense relationships that promote specific U.S. security interests, develop allied and friendly military capabilities for self-defense and multinational operations, while providing U.S. forces with peacetime and contingency access to a host nation (JP 3-22). Security cooperation includes all security assistance programs administered by the Department of Defense that build defense and security relationships that promote specific U.S. security interests. Security assistance programs include all international armament cooperation activities and other security assistance activities.¹

Support to security cooperation is further delineated to security force assistance and is defined as:

Security Force Assistance is the Department of Defense activities that contribute to unified action by the United States Government to support the development of the capacity and capability of foreign security forces and their supporting institutions (JP 3-22). Consistent with DoD policy for security force assistance (known as SFA), the Army develops, maintains and institutionalizes the capabilities of its personnel to support DoD efforts to organize, train, equip and advise foreign security forces and relevant supporting institutions. Security forces are duly constituted military, paramilitary,

USG ACTIONS AND ACTIVITIES	PARTNER NATION SECURITY FORCE ACTIONS AND ACTIVITIES	USG COSTS FOR ACTIONS AND ACTIVITIES
# JCETS	# MIL/Security Operations	Cost of JCET
# CNTS	Cost of Operations	Cost of CNT
# SMEE	Monies Captured/Secured/Recovered	Cost of SMEE
# MTT	Narcotics Captured/Secured/Recovered	Cost of MTT
# US personnel deployed for TCSP event	Weapons Captured/Secured/Recovered	# US personnel needed for unilateral operation
US casualties during events	Equipment Captured/Secured/Recovered	Estimated USG cost for unilateral operation
PN SOF trained	# Enemy Combatants Killed	US casualty rate(s) for similar actions
PN CF trained	# Enemy Combatants Wounded	SECONDARY EFFECTS WITHIN PARTNER NATION Increase or decrease in GDP Increase or decrease in house hold income Increase or decrease in crime rate Increase or decrease in violent actions/attacks Increase or decrease in population growth Increase or decrease in death rates Increase/decrease in access to food & clean water Increase/decrease in reported number of disease / malnutrition Increase or decrease in national debt/deficit Increase or decrease in inflation rate Increase or decrease in education rate Increase or decrease in literacy rate Status of elections Instances of coups Increase or decrease in Pro-US sentiment Increase or decrease in access to US personnel (CIV/ DOS/DOD) Changes in regional partnerships/alliances/affiliations Increase or decrease in support to international organizations Increase or decrease in human rights violations Increase or decrease in civil liberties/freedoms Increase or decrease in Int'l Peacekeeping forces in country Increase or decrease in sanctions placed upon country
Skills trained	# Enemy Combatants Detained	
USG influence products developed	# PN MIL Killed	
USG influence products disseminated	# PN MIL Wounded	
# Tips actioned	# PN MIL RTD	
Amount of \$ USG paid for tips	# CIV Killed	
# USG HA projects	# CIV Wounded	
Cost for USG HA projects	# Hostages liberated	
# People affected by USG HA projects	# PN developed influence products	
Goods/services in response to DR missions	# PN developed influence products disseminated	
Other PN SECFOR trained	# Tips received	
PN Civilians trained	# Tips actioned	
Allied Forces trained	Rewards for tips paid	
Items procured/purchased for PN force/personnel	# Enemy combatants repatriated	
Number of foreign visits to US	# PN Humanitarian Assistance Missions	
# PN students in IMET courses	Amount of HA distributed	
# PN students graduating from IMET courses	Cost of PN HA mission	
Ethics and values training	Amount of restored essential services	
DR collaboration and exchanges (working groups) with other USG agencies	Amount of essential services established	
Training or response exercises	# Of government and civilian outreach events	
Emergency response training and assessment of skills	# Students attending foreign training	
Civil security activities (peace agreements, disarmament, demobilization, reintegration)	# Of foreign exercises participated in	
Training pertaining to displaced civilians and development of camps	SSE items Captured/Secured/Recovered	
Build host nation capacity for emergency response	Enemy safe havens disrupted/destroyed	
Support to governance, infrastructure, and economic development	Enemy territory regained	
# Nation Assistance Activities/Programs		
Intergovernmental/civic collaboration and relationship building		

SHORT VERSION	MEDIUM VERSION	FULL VERSION
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FIGURE 1: SECURITY FORCE METRICS DATA POINTS These draft data points create a simplistic and sustainable methodology to collect, analyze and report the benefits and effects of SFA activities.

police and constabulary forces of a state (JP 3-22). When directed to do so in accordance with appropriate legal authorities, Army forces conduct security-force assistance activities in support of combatant commanders' campaign plans and national objectives.²

At the national levels, support to partners and allies is a reoccurring theme within multiple strategic guidance documents. For instance, the *2014 Quadrennial Defense Review* identifies support to partner and allies as one of its three strategic pillars: “build security globally, in order to preserve regional stability, deter adversaries, support allies and partners and cooperate with others to address common security challenges.” *The 2015 National Security Strategy*

also identifies security cooperation efforts as a critical component to global stability and defense of U.S. interests, to “build the capacity of our partners to join with us in meeting security challenges.” For the United States, ensuring partners are capable to defeat or deter aggression and provide security promotes stability and prosperity throughout the globe. For the Department of Defense, “Building partnership capacity elsewhere in the world also remains important for sharing the costs and responsibilities of global leadership. Across the globe we will seek to be the security partner of choice, pursuing new partnerships with a growing number of nations.”

In FY14, more than \$5.6 billion was allocated by the United States Government for the execution of security-assistance and security-

cooperation operations throughout the world. These efforts were conducted to increase partner-nation security force capabilities and capacities to conduct stability operations, humanitarian assistance and maritime security operations in order to protect civilians, infrastructure and deter or defeat internal and external threats. For continued support to DoD SFA activities, senior U.S. officials and leaders must be able to rapidly understand the value and grasp the importance of continued support.

In an effort to standardize SC/SFA reporting, the DoD recently transitioned its reporting to a Defense Security Cooperation Agency managed database, the Global Theater Security Cooperation Management Information Systems. This database was developed to ensure all components of the DoD captured SC/SFA activities within respective combatant command theater security cooperation plans into a consolidated system to ensure continuity, uniformity and moreover provide senior leaders with a global picture of DoD SC/SFA activities. The G-TSCMIS was fielded in 2014, and COCOMs have begun to transition and input SC/SFA data into this database. But, populating this database will take time and effort on everyone's part to ensure accurate information is captured.

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Currently, the G-TSCMIS does not yet have the ability to quantify and moreover analyze DoD SC/SFA activities. As such, a standardized methodology for analyzing SC/SFA activities does not exist within the DoD. Multiple organizations and commands have developed independent analytical tools and constructs in an attempt to quantify and manage their SC/SFA activities. The U.S. Army John F. Kennedy Special Warfare Center and School SFA Metrics initiative creates a simple and sustainable methodology for DoD entities, staffs and senior leaders to collect, analyze and report the benefits and effects of SFA activities. This methodology conceptually compares data sets along the following major categories (1) U.S. actions and investment, (2) partner-nation actions and investments; and (3) changes to a country's social, economic and security environment (see Figure 1). With the end result being data and information that clearly articulates the savings in U.S. personnel (blood) and resources (treasure) gained by continued support for increasing our allies and partner-nation capacity, vice unilateral U.S. DoD operations and activities.

USAJFKSWCS will continue its work with representatives from multiple analytical, academic, theoretical and SC/SFA management agencies to refine the initial data points. To support the collection and management of the data, reporting agencies, organizations and other JIIM information streams are being identified. Next, various existing and/or new metrics tools will be tested to validate data points. Finally, the automated or web based SFA metrics tool will be presented to senior leaders for review and consideration. The final-

ized tool will be capable of generating outputs, containing information arrayed amongst three different levels of descriptive reports. The construct, in part or in total, must be adopted and implemented throughout the greater DoD enterprise to effectively highlight the value of continued U.S. investments in SFA and the commensurate reduction in required U.S. blood and treasure.

The SFA Metrics construct received its final review within the USAJFKSWCS in April, and was disseminated as an easy to fill out spreadsheet to the TSOCs, U.S. Pacific Command and U.S. Army Africa Command in May for initial usage. Concurrently, work continues with the Defense Security Cooperation Agency to determine how it will be incorporated into the Global-Theater Security Cooperation Management Information System, currently in use by Combatant Commands, DoD services and USG agencies. The end state of this construct will be to plug into existing constructs, vice replace them, in order to provide a product to convey the value of Theater Security Cooperation Plans and SFA activities to senior military and civilian leadership.

The SFA Metrics initiative is also being submitted into the U.S. Army Special Operations Command's Strategic Planning Process at the Capability Analysis & Solution Identification step. When

executed, the initiative will address capability gaps identified by USASOC and the operational force and once approved, will be included in the USASOC Guidance for Development of the Force. The metrics will continue in the SPP to the Resourcing & Integration step, culminating in the Program Objectives Memorandum cycle for FY18-22, as a program of record and capability for the ARSOF operational force, USASOC and USSOCOM.

For the United States Government and the Department of Defense, continued support to SC/SFA activities is critical to the protection of our national interests, as well as building partner-nation capacity and capabilities to secure peace and prosperity through the world. The USAJFKSWCS Metrics Initiative develops and formally establishes a simplistic mechanism for leaders at all levels to manage SC/SFA events to ensure that the United States remains the premier global power in an uncertain future and other times nebulous operating environment. **SW**

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Notes:

1. The Department of Defense, Sustaining U.S. Global Leadership: Priorities For 21st Century Defense (Washington, DC, 2012), 4.
2. Ibid.